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ABSTRACT

This monograph is designed to update the articulation information provided in the author's previous work, "The Middleman in Higher Education" (1973), which identified articulation styles and summarized articulation policies in the fifty states. It notes recent changes in the articulation agreements of 13 states and describes their new statewide and interinstitutional articulation plans. The status of articulation agreements in Florida, Illinois, Texas, Iowa, Arizona, Massachusetts, North Carolina, Oklahoma, Pennsylvania, Virginia, Washington, California, and Michigan is detailed. This monograph also notes the recommendations of the National Conference on College Transfer; chief among these recommendations are the concepts that state agency obligation with respect to articulation/transfer is coordination rather than control, and that responsibility for student progress through an education system rests with institutions. It is also recommended that articulation plans contain the breadth and flexibility necessary to accommodate the greatly increased numbers of nontraditional students now seeking transfer opportunities. The trends in higher education which influence articulation are listed. (Author/DC)

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UPDATING STATEWIDE ARTICULATION PRACTICES

1974

by

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PREFACE

The Middleman in Higher Education was published by Jossey-Bass in 1973. Since that time new community colleges have been established, new universities have begun to operate, and more students have been faced with problems of transferring from one college to another. The number of states where more freshmen enroll in community colleges than in universities is increasing each year.

Kintzer who is a professor at UCLA is the recognized individual in this field. He not only has been a major investigator in the area of articulation but has also become the point of contact for information relative to this activity. In this monograph Dr. Kintzer brings the status of articulation activities up to date as of 1974. He does this with his accustomed scholarship and incisiveness.

This is one of the University of Florida's Institute of Higher Education series relating to articulation. Hopefully these will contribute toward solving some of the problems of students who transfer between institutions at the post high school level.

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January, 1975

UPDATING STATEWIDE ARTICULATION PRACTICES

Frederick C. Kintzer

As higher education enrollments lag and costs mount, articulation between and among schools and colleges takes on greater meaning. Realistic articulation policies at the state level can mean survival particularly for private institutions. Articulation between colleges and high schools, especially the two-year community college and neighboring high schools, is frequently slighted or overlooked. Effective articulation downward from community colleges in absolutely necessary.

Development of statewide transfer patterns is a major characteristic of the articulation scene--1974. Guidelines dealing primarily with credit, course, and program articulation (rather than on the accommodation of students) are beginning to appear. Initially occurring where the crush of numbers demands it, systematic planning for more efficient articulation between junior and senior colleges and universities is spreading rapidly as a state-level activity. Agencies of state government have, in fact, been created in practically every state to coordinate (or in some even to control) articulation efforts to facilitate the free movement of students between and among post-secondary institutions.

Articulation styles identified in Part II of the volume, Middleman in Higher Education published in the spring of 1973, emphasized the scope of this trend. The "Summary of Articulation Policies in the Fifty States" found in the same volume is

an attempt to provide a ready reference for groups assigned the formidable task of creating transfer guidelines. As indicated in Chapter 8, 28 states in 1970-71 had no discernible articulation plan. Of the 22 states having discernible plans at that time, the majority were and still remain in rudimentary stages of development.[1]

The importance of establishing a state agency on articulation/transfer matters was strongly endorsed by participants invited by the Association Transfer Group (coordinated by the Office of Academic Affairs of the American Council on Education) to attend a National Conference on College Transfer.[2] The mission of the Conference was to begin implementation of "the establishment of policies and strategies to facilitate the free movement of students within and among post-secondary institutions in order to implement their continuing educational plans."[3] Five major unresolved issues were identified by the group and outlined in a position paper prepared by W. Todd Furniss and Marie Y. Martin. This statement, with other papers which were individual elaborations of the issues, was distributed in advance to invited conferees.[4]

Recommendations representing the composite thinking of discussion groups were directed to six groups: faculties; institutional administrative officers; accreditation agencies; state agencies; legislators and federal executive agencies; and national organizations. All suggestions represented efforts to find answers to the basic problem: "How can the policies and practices of postsecondary education be modified

so as to accommodate better the needs of increasing numbers of students transferring from one institution to another?"[5]

Cooperation and coordination were themes dominating each set of recommendations--the necessity for cooperative effort between and among institutions with many disparate agencies. Among the recommendations pertaining specifically to state agencies were the:

1. Establishment of procedures to collect data which will identify specific transfer problems and their locus;
2. Development of guidelines for solving problems of the itinerant student in an orderly, organized, and responsible manner; and
3. Development and provision for incentives to institutions to cooperate.

These recommendations indicate the overall tone of the Conference, that state agency obligation with respect to articulation/transfer is coordination rather than control and that responsibility for student progress through an education system rests with institutions. Smooth transfer depends primarily on inter-institutional cooperation.

Policy development in the form of broad and flexible guidelines at the state level is necessary, however, if transfer problems are to be controlled and community needs are to be served. Articulation plans, state or institutional, which lack the breadth and flexibility to accommodate greatly increased numbers of nontraditional students now seeking

transfer opportunities are not likely to respond to individual needs or to the diversified requirements of institutions.

Nontraditional transfer types are well known--the veteran who believes that his service experiences and test scores are worth advance credit, the "stop-out" who at long last wants to return to finish a degree started a decade ago, the "reverse transfer" who for a variety of reasons chooses to or is required to "drop-down" to a community college before he can "drop-up" again to complete his baccalaureate, the inter-college-interuniversity transfer, the vocational-technical education major whose plight in attempting to apply credits toward an academic major is well recognized.

The balance of this paper is devoted to an updating of the articulation scene, including changes in agreements in thirteen states and descriptions of new plans both statewide and inter-institutional. First, several trends in higher education should be identified which, in addition to basic supply and demand considerations, strongly affect articulation relationships.

Trends in Higher Education Influencing Articulation

1. Increasing involvement of state boards and agencies.
2. Development of large university and college systems.
3. Curriculum diversification, particularly in community colleges.
4. Creation of innovative universities--some designed as upper-level institutions.

5. Development of external degree programs associated with new or existing educational systems or institutions.
6. Industry-based educational degree programs and part-time work experience equivalencies applied toward university awarded degrees.
7. Rapid expansion and acceptance of nonpunitive grading systems, including particularly the "W" grade in many forms.
8. Advanced placement plans--including C.L.E.P. and A.C.T. examinations and proficiency tests announced by universities, C.A.S.E., and the S.O.C. program. The Commission on Accreditation of Service Experiences will soon add vocational credit recommendations to its list of academic recommendations.

As a format for updating the articulation scene, I will use the typology of articulation styles found in my 1973 book. Plans for representative states will be outlined under each category according to the most recent information obtainable.

ARTICULATION POLICIES DEFINED BY STATEWIDE FORMAL AGREEMENT OR BY A LEGAL BASE FORMAL AGREEMENT

Florida Formal Agreement Plan

The Florida Articulation Plan, developed by the Division of Community Colleges and the State University System and approved by the State Board of Education April 13, 1971, provides a basic articulation framework. Beginning with the January 1974 revisions, an annually revised document is to

be released by the Articulation Coordinating Committee. The A.A. degree is the primary basis for transfer--completion of 60 semester or 90 quarter hours, exclusive of occupational courses and physical education requirements. If a student has not completed the A.A. degree, credit earned does not come under the protection of the Articulation Agreement. (Interpretations and Annotations of the Articulation Agreement, June 30, 1973). Transfer prior to completion of the A.A. degree is not as yet included in the agreement.

General education requirements for the B.A. degree are the sole responsibility of the community college, but major course requirements, except for introductory exploratory courses, are the responsibility of the state university awarding the degree. Occupational courses continue to be inacceptable for transfer.

A standard academic record form for transfer students has been in use since September, 1973. A statewide standing committee reviews and approves changes in this standard form.

Illinois Legally-Based Plan

A plan for articulation, encouraged by a statement in the 1964 Illinois Master Plan for Higher Education, was mandated in sections 102-111 of the Junior College Act adopted one year later. Similar in many respects to the Florida Plan, first transfer preference is given to those who have completed A.S. degrees in B.A. oriented programs. This implies the omission of occupational-type credit, but some senior institutions are building so-called "Capstone Programs" for the

benefit of graduates of community college occupational programs. Southern Illinois University at Carbondale is active in this regard.

The Illinois Community College Board is continuing to promote the development of curriculum guides--sets of guidelines for transfer courses offered in community colleges. The latest of these is in the field of mathematics. Like others, this Guide was prepared by a group of community college and four-year college mathematicians. Course content is considered minimal. The framework of the Guides is flexible enough to permit institutional differences in course content and teaching strategies.

The Illinois Board has developed a follow-up transfer study based on fall 1973 transfers. All community colleges and senior institutions are cooperating.

Two groups of articulation coordinators have recently organized--those employed by senior institutions and those employed by community colleges. The groups meet together annually and at their individual meetings, have in attendance a representative of the Illinois Community College Board.

The Collegiate Common Market approach now gaining momentum in Illinois warrants study by articulation committees in other states. Growing out of Phase III of the Master Plan which outlined a statewide integrated system of post-secondary education, cooperative projects are funded through the Higher Education Cooperation Act. For example, the Southern Illinois Collegiate Common Market recently received an $18,000 planning grant.

Texas

The Core Curriculum described in Middleman in Higher Education as having developed from a 1965 policy statement on junior college general academic courses announced by the Texas Coordinating Board, remains as the basic approach to the transfer of courses and credits. The recent adoption of a course in Law Enforcement (and also in Art) represents a liberalization of articulation policy since Law Enforcement is recognized as a technical-vocational curriculum. In that regard, no less than six new B.A. programs in occupational education have been approved in the last year (or are pending approval). Transfer of occupational course credits outside these baccalaureate fields remains on an individual negotiation basis.

ARTICULATION POLICIES DEFINED BY A STATE GOVERNMENTAL AGENCY OR AN INSTITUTIONAL SYSTEM

Arizona

Under the direction of the Higher Education Coordinating Council, the State of Arizona has just published a Higher Education Equivalency Guide. Introduced initially at the first annual University-Community College Conference held in May 1974, the Guide is prefaced by a series of general transfer statements prepared by senior institutions. The State Community College Board will serve as a clearinghouse for changes and corrections.

Arizona may be headed toward a uniform statewide agreement. There is strong support for a uniform course numbering system as a prelude to an agreement.

Iowa

The University of Iowa is currently working on two problem areas to improve articulation with community colleges.

1. Development of a single residency policy for both native and in-state transfer students (at the present time, two different policies exist), and the
2. Acceptability of vocational-technical credits. Tentative guidelines pertaining to the latter issue have been drafted. The vital points of the policy are as follows: Other vocational-technical, adult, continuing, or general courses not so identified as acceptable toward the community colleges' A.A. or A.S. degrees, but being equivalent courses or fulfilling requirements in the specific baccalaureate program into which the student in transferring, may be accepted up to the total allowable for transfer by the University.

Massachusetts

The official signing ceremony for the Massachusetts Commonwealth Transfer Compact was held on May 13, 1974. All public higher education institutions have signed the Compact. Representatives of a number of private colleges are expected to endorse it soon.

Rationale for the Compact is expressed in a section entitled "transfer categories." Acceptance of the A.A. or A.S. degree which is the basic of the agreement is thought of

as "one small step" toward a total agreement that would include consensus policies on students wishing to transfer occasional courses and packages of courses prior to degree completion.

"D" credit is accepted toward the baccalaureate, but will apply on a major field only if it does so for "native" students. Full credit transfer, it is felt, will provide unlimited opportunities for two-year college instructional and curricular flexibility, and give the community and junior colleges full responsibility for maintaining standards. Specifically, the student must complete 33 credit hours in a total of four areas; the remaining 27 need only be in college level work. Although 33 of the 60 credit hours are specified, the balance can be selected from broadly applicable work.

The Compact does not guarantee admission, but assures the holder of an Associate degree, when admitted, acceptance of the entire degree program. To that extent, the Massachusetts Compact is an unusual transfer document.

Missouri

In Middleman in Higher Education, I described a policy statement on transfer issued in April 1971 by the Missouri Commission on Higher Education. This rather general statement has now been expanded into an "Articulation Agreement Between and Among Public Institutions of Higher Education" under the coordination of the Council on Public Higher Education. Much of the language of the new document is similar to the Florida Plan, particularly in defining responsibility for general education and requirements for the major.

A statewide coordinating committee with responsibility to review individual student appeal cases is being established. Decisions, however, will be only advisory to institutions. The student will have a last resort appeal.

North Carolina

While the development of articulation policies in North Carolina is the responsibility of a state agency, a manual of guidelines has been prepared voluntarily by the Joint Committee on College Transfer Students and is used voluntarily. The North Carolina system, in this respect, is similar to California. In both states, colleges and universities zealously guard their own admission and graduation requirements. Advocates of institutional autonomy in both states feel that compulsory regulations would destroy the diversity and thereby weaken a vital strength of the higher education programs. Articulation, they say, is an institutional responsibility, and institutions must be persuaded to work out their own transfer student policies. The guidelines manual provides so-called "common reference points" for autonomous institutions.

North Carolina's community college system includes both community colleges and technical institutes. Each group has apparently developed its own transfer routes: the former through the traditional A.A.--B.A. and A.S.--B.S. course sequences, and the latter along a new path, from A.A.S. degrees in engineering technologies and business to B.T. degrees created recently in several universities. North Carolina is one of the leaders, if not the leader, in articulation

of associate-to-bachelor degrees in technology.

Oklahoma

An articulation agreement developed on the recommendation of the state's Master Plan, was announced in February 1972. Similar to the Florida Plan, the document deals primarily with the relationship of the general education component of the associate degree of the baccalaureate. While no direct reference is made to vocational credits a few senior institutions are beginning to offer transfer opportunities to baccalaureate level occupation programs--a situation found in North Carolina, Illinois, Wisconsin, and an increasing number of states. The two major universities have yet to accept the plan. Resolution is expected in the next 12 months.

Pennsylvania

The Pennsylvania Department of Education recently issued a suggested policy for articulation and transferability to the Commonwealth's state college system. This statement of broad principles involves associate degree holders, recommending preferred state college admission for them. Three specific items are also included:

1. policies governing the transfer of "D" grades should be identical to those governing "D" grades issued by the state colleges,
2. secondary school transcripts and test scores should not affect transfer eligibility, and

3. the associate degree should be considered to have satisfied high school graduation requirements.

Virginia

While articulation guidelines were developed some years ago by the Virginia Articulation Advisory Committee of the State Council of Higher Education, implementation remains primarily an individual institution responsibility. Statewide meetings continue to be held in the effort to develop detailed understandings.

Development of regional consortia over the state could well result in inter-institutional agreements.

Washington

Correspondence from several educators in the State of Washington indicates that the transfer of credits in technical courses continues to loosen. For example, Central Washington and Evergreen State Colleges will accept any community college course numbered in the 100 series to a maximum of 90 quarter units. The University of Washington, according to a two-year policy subject to evaluation in July 1975, is accepting many occupational-type courses. Washington State University continues its policy of full recognition and total acceptance of the associate degree.

Western Washington State College has developed a rationale for the acceptance of technical credits and application of these units to baccalaureate degrees, which should be of interest to articulation planners. I quote from a letter

from C. E. Mathews, Associate Registrar:

> At Western we have three primary ways in which technical credits might transfer and apply to a degree. The first is through credit reinstatement; the department chairman can reinstate credits which did not transfer directly, provided the student shows proficiency in relevant courses (most schools allow this). The second way in which students can transfer technical credits relates to our Department of Technology where a block transfer approach is being developed. Generally, this means for those community colleges who have a technical program in which there are certain prescribed curricular patterns, students can be assured that upon graduation their programs will transfer and apply to the degree requirements at Western, with specific applicability to their major program. The third way in which Western can now transfer technical courses in through Fairhaven's Upside-Down B.A. Program. Fairhaven is one of our Cluster Colleges which admits students who have completed a two-year Associate in Technical Arts or Associate in Applied Arts Program. Graduates of these programs, who have both the ability and motivation to broaden their background in a liberal arts program, are admitted to Western with 90 transferable credits and a minimum of 90 yet to be completed on our campus.

Mr. Mathews also mentioned that the state legislature recently passed a measure providing for a clearinghouse for technical and occupational information. If created, the clearinghouse could be of strategic importance to clarify the status of occupational education courses in terms of transfer worthiness.

ARTICULATION POLICIES DERIVED FROM VOLUNTARY AGREEMENTS AMONG INSTITUTIONS

California

The California Articulation Conference, the volunteer public quadripartite and private institutional organization recognized for more than a generation as the articulation body in the state, is currently undergoing change. The title given

to the annual spring meeting is self-explanatory: "Voluntary Articulation: Reexamination and Renewal". The meeting for which I served as summarizer and analyst was dynamic and provocative. Participants wrestled with issues identified in a comprehensive position paper prepared by Vern W. Robinson. The issues were discussed under four major groupings of problems currently facing the California Articulation Conference. Brief reviews of two of these should be sufficient to account for the current articulation scene in California.

1. Uncertainty regarding the future of the Articulation Conference

Recent legislation replaced the state's Coordinating Council for Higher Education established by the 1960 Master Plan, with the California Post-Secondary Education Commission. Assembly Bill 770 (1974) named the Commission as the statewide post-secondary education planning and coordinating agency. Although delegated powers are broad and general, the leadership of the Articulation Conference remains somewhat concerned that the most cherished features of the Conference--volunteer membership, cooperation in identifying problems and recommending solutions to segments--will give way to policy controls and political expediency. The language of two influential committee reports authorized by the state legislature clearly favors a strong state agency role in determining and coordinating articulation processes.

The threat of withdrawal from the Conference by the

Association of California School Administrators which represents the Conference's secondary school membership, added to the apprehension and helped to create a compulsiveness for action which dominated the May annual meeting.

2. Financial Difficulties

The California Articulation Conference, like other volunteer organizations, suffers perennially from financial instability. Modest contributions from the constituency are inadequate to continue the work of liaison committees and to implement, let alone monitor, their recommendations. Full-time administrative and secretarial help is an obvious and critical need.

The Conference faces several alternatives: to request a considerable increase in the contributions of each of the five segments, to appeal to the state legislature for separate funding, or to offer to become an integral part of the new Post-Secondary Commission. Since the Commission director has yet to be appointed, the organization has a minimum amount of time for making decisions vital to the future of the Articulation Conference.

Recommendations directed to the Administrative Committee--the intersegmental group responsible for receiving liaison (subject matter or problem oriented) committee reports and implementing them--included the following:

1. Develop a questionnaire to send to all Conference attendees soliciting opinions on and reactions to alternatives to the present organization,

2. Prepare for massive distribution documentation of the successes of the Articulation Conference,
3. Exploit other means of communication; i.e., the appointment of articulation officers in all member institutions,
4. Formulate a plan providing for a statewide, inter-segmental adjudication board to hear and attempt to solve individual student problems initially screened by institutions, and
5. Prepare a position paper or series of statements on which all segments could agree, to:
   a. protect the integrity of both sending and receiving institutions, and
   b. protect equal access and equal opportunity for the transfer student.

Michigan

The recent Michigan voluntary articulation agreement was described in some detail in Middleman in Higher Education. The press announcement released in November 1972 by the Michigan State University Department of Information Services refered to the plan as the first such voluntary agreement in the nation. My studies entirely support this reference.

The agreement developed by the Articulation Committee of the Michigan Association of Collegiate Registrars and Admissions Officers, is predicated on the completion of the associate degree; and as in the case of several other statewide

plans described earlier, four-year institutions cannot require additional lower division work of those who have completed the two-year degree. This stipulation also applies to non-degree students who have completed basic requirements. The Guidelines statement released with the plan includes a detailed process for unresolved student petitions. In this respect, the MACRAO Articulation Agreement is an unusual document.

The Michigan State Articulation Committee is now attempting, on a voluntary basis, to establish uniformity in advanced credit allowances for C.L.E.P. general examinations.

Agreements developed under a volunteer compromise consensus strategy are necessarily slower and more cumbersome, but in the long run are undoubtedly more secure than those mandated by a state agency. As I have consistently insisted, articulation is an attitude as well as a process. Those responsible for implementing policy control the success or failure of any written agreement. A dean or director of admissions or counselor who does not believe in the plan is not apt to favor the transfer student in judgmental situations. Commitment must precede the signing of an agreement. Success is largely dependent on institutional and individual officer commitment.

Articulation agreements, if they are to stand the test of time, must obviously prohibit some impediments and establish machinery to forestall the occurrence of others. Maintaining institutional integrity is crucial. The community college should, for example, be given responsibility for insuring that

student accomplishment in work taken toward the associate degree indicates reasonable competence, and the university should be delegated responsibility for assuring the transfer student equal opportunity to complete major requirements.

Total acceptance of the associate degree--a course package named by the community college--is definitely a national trend. Such acceptance, however, should be a first step toward a comprehensive document that would include policy recommendations to accommodate students who want to transfer individual courses and credits and those who apply for transfer before community college graduation.

Articulation agreements, to be successful, must contain a flexibility to meet requests for advanced credit by examination, credit for work experience, for ethnic studies and interdisciplinary courses, and to account for sweeping changes taking place in grading systems at all levels. Improvements in agreements are directly associated with improvements in communication among and between all segments of higher education.

FOOTNOTES

[1]Frederick C. Kintzer. Middleman in Higher Education. San Francisco: Jossey-Bass Publishers, 1973.

[2]The author attended the Conference at Airlie House, as a member of the ATG and one of the event's sponsors.

[3]Eileen Kuhns. "Organizing for Change." Community and Junior College Journal, February, 1974, p. 16.

[4]The five background papers and an additional statement on financing which were distributed to a wide audience in May, 1974 are: W. Todd Furniss and Marie Y. Martin, "Toward Solving Transfer Problems"; Warren W. Willingham, "Transfer Standards and the Public Interest"; S. V. Martorana, "Organizing Approaches to Facilitate Student Mobility in Post-Secondary Education"; and Bruce Dearing, "Substantive Issues in the Transfer Problem".

[5]College Transfer. Association Transfer Group (brochure of College Transfer Conference, Airlie Conference Center, Warrenton, Virginia, December 2-3, 1973).

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